

# Law Enforcement News

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## "Deadly Force" hits the mark

Compendium from PERF researchers hailed as authoritative source on hot police issue

Accolades are pouring in from police executives and planners who have reviewed "Deadly Force: What We Know," by researchers William Geller and Michael Scott, whose combined 16 years of research has resulted in what may be the most complete examination of the provocative issue ever compiled.

The book, published last month by the Police Executive Research Forum, is being described by police executives as a landmark study of deadly force that should have a prominent place among the volumes on any police chief's bookshelf.

Geller, the associate director of PERF, said he wrote the book to put together police department policies, studies and other empirical data in a format that will give police executives quick answers to pressing questions. "It's really the desire to provide a quick desk reference for crisis management that motivated me," he told LEN.

Among the topics covered in the 656-page book are "friendly fire" shootings of police officers; violence-reduction and conflict-management training; strategies to justify actions to local officials; averting civil disorders after a shooting; how to develop an early warning system for "problem shooters"; suggestions on

how to create sound policies that may help reduce civil liability, among others. The volume is loaded with graphs, diagrams and tables, and includes a bibliography with more than 1,200 entries for further study.

Geller brings his own expertise, evolved from 15 years of study of deadly force, to the book. His study of police-involved shootings in Chicago was cited by the Supreme Court in its 1985 *Tennessee v. Garner* decision, which sharply curbed the use of deadly force to apprehend suspected fleeing felons.

Geller said the book evolved from an article with the same title written in 1982 for *The Journal of Police Science and Administration*. Darrel Stephens, PERF's executive director, asked Geller to rework the piece into a book for police executives. "I said I'd like to tinker with it, and the tinkering went on for 2+ to 3 years, and grew from 30 pages to over 600," he said.

Geller's interactions with police executives nationwide, as a consultant, researcher, technical adviser and policy-maker, left no doubt in his mind about the need for "Deadly Force: What We Know." Moreover, he said, the fact that scores of police departments agreed to share their data with him illustrates how far agencies have come in their willingness to cooperate with each other. "That's not a small point," said

Geller. "If you had tried to do this book 10 or 15 years ago, you couldn't have done it. You might have had one, two or three departments cooperate, and the rest of them would have said, 'No thanks.'"

The book will be updated and Geller said he will ask readers for suggestions to improve future editions. But if the early reviews are any indication, Geller and Scott's book is heading to the top of the law enforcement best-seller list.

"I'm astounded at the tremendous amount of effort that went into it," said St. Louis Police Chief Clarence Harmon. "Police have wrestled with—and continue to wrestle with—the issue of force, and deadly force in particular. We need to know what the data shows in order to deal more effectively with our own institutions and our own communities, and to develop policies and practices to deal with deadly force. But just to know where we stand is an important element. What the book brings into focus is what's happening, why it's happening and what the data actually shows."

Patrick V. Murphy, the former New York City Police Commissioner who now directs the Police Policy Board of the U.S. Conference of Mayors, predicted that the book will spark an increased flow of information between police agencies because it gives them a

chance to compare their policies, and more importantly, examine the outcome of those policies.

"There's information about other jurisdictions doing better than they are [in dealing with deadly force issues]. There's a tendency, then, for them to pick up the phone and exchange ideas. We need a lot more of that," he said. Moreover, he observed, "Deadly Force" will aid cities in shoring up their own deadly force policies. "A lot of police chiefs are going to have it right on their desks and that makes it very valuable."

Carl Klockars, a University of Delaware professor and police consultant who has worked closely with Geller on past studies, said the authors strove to write about the topic in an unbiased manner—and it shows in the work. Geller and Scott have no "axe to grind on any topic," Klockars said, and even if they do, "you certainly can't tell from the care and restraint used in writing about it."

Klockars gave the authors kudos on the wealth of information they pulled together. "On any issue bearing on deadly force, there is simply no other source that is as authoritative," he said. "It's a comprehensive collection of every piece of scholarship that is available."

## Police efforts to prevent & solve crime win the approval of majority in survey

Despite declines in the percentage of crimes cleared by police, the majority of respondents in a recent survey said police do a good job of solving and preventing crime, as well as responding quickly to calls for service and being helpful and friendly.

Fifty-eight percent of those asked to rate police efforts at preventing and solving crime gave positive responses, according to a nationwide phone survey of 1,248 adults who were asked questions about their attitudes toward police by the polling organization of

Louis Harris and Associates Inc. and John Jay College of Criminal Justice.

Approval rates rose even higher when respondents were asked whether police responded quickly to calls for assistance, with 69 percent saying the police effort was "excellent" or "pretty good." And 73 percent of those surveyed felt that police are generally helpful and friendly to citizens who request assistance.

Whites, Latinos and those with higher educations and incomes were generally more pleased with police efforts to solve crime than blacks, people with less education and lower incomes and those living in inner cities. Among whites and Latinos, 61 percent and 57 percent, respectively, approved of police crime-solving efforts, while only 43 percent of blacks gave police positive ratings.

The relatively positive responses on solving crime stand in contrast to the decline in crime-clearance rates in recent years. According to the FBI's Uniform Crime Reports, law enforcement cleared only 21-percent of all Crime Index cases in 1991—down 1 percentage point from 1990. Only 45 percent of violent crimes—another 1 percentage point drop from the year

before—were cleared in 1991, while the property crime clearance rate held steady at 18 percent.

Only 67 percent of reported homicides—once the most solvable of crimes—were cleared last year. The clearance rate for aggravated assaults

people who are the "clients" of police are often inner-city minorities," he said. "They have a real appreciation for the low solvability rate," which is reflected in their responses and "has nothing to do with the fault of police."

McCarthy said that some violent

**"Blacks are high-volume police clients. The more demands you put on anything, the more opportunities you have to be disappointed."**

—Criminal justice researcher William McCarthy

was 57 percent; for forcible rape, 52 percent, and robbery, 24 percent. The rates for those categories did not decline appreciably from 1990. Clearance rates for property crimes were 13 percent for burglary, 20 percent for larceny-theft, and 14 percent for motor-vehicle theft—about the same as in 1990.

Dr. William McCarthy, a researcher with John Jay College's Criminal Justice Center, pointed out that the negative appraisals of police crime-solving ability come from the groups who most often request police services, such as inner-city residents and minorities. "The

crimes—such as aggravated assault and murder—occur more randomly than in the past and involve perpetrators and victims who are strangers. "It used to be that victims of homicides and their perpetrators knew each other in most cases," he said. "Now it's stranger-to-stranger crimes. Inner-city residents have a much higher probability of being victims of crime, and therefore, request police services more often. They rightfully appreciate the chance of a crime being solved—which is not very good."

Conversely, McCarthy observed, Continued on Page 7

## What They Are Saying:

**"Traditionalists and old-school cops need not apply."**

—San Diego Police Chief Robert Burgreen, who has announced that he will retire in January, on the type of police executive that he believes should succeed him. (4:4)



# Around the Nation

## Northeast

**CONNECTICUT** — Hartford school officials say incidents of violence have risen 75 percent this year over 1991. Parents and students want officials to hire full-time security guards and other school personnel.

A new labor contract with East Hampton police calls for a 3-percent salary increase the first year and a 4-percent increase the following year, but the officers will lose two paid holidays and overtime and accumulated vacation pay will be capped.

**DELAWARE** — Capt. J. Richard Smith will succeed retiring Dover Police Chief James Hutchinson on Dec. 18. Smith, 38, will become the youngest police chief ever appointed.

**DISTRICT OF COLUMBIA** — Metropolitan police have reached an impasse in contract talks with the district, union officials say. They warn that over 1,000 officers are eligible for retirement and the city risks losing more because of a three-year-old pay raise freeze. District officials cited a \$400-million budget deficit as the main obstacle to reaching an agreement.

The Metropolitan Police and the U.S. Park Police will cooperate with the Virginia State Police and the U.S. Bureau of Alcohol, Tobacco and Firearms in a special task force to fight gunrunning. Virginia is a major source of guns used to commit crimes in the District, officials said. Tips will be taken through a national, toll-free hotline, 1-800-ATF-GUNS.

**MARYLAND** — The State's Attorney and several Baltimore-area judges have proposed a "Drug Court" for addicts who have committed non-violent crimes to support drug habits. The addicts would get treatment instead of jail time, an approach that would save \$19,000 per person.

**MASSACHUSETTS** — Gov. William Weld has proposed toughening DUI laws by lowering the legal level of intoxication to .08 percent and mandating lifetime license revocations for five-time offenders.

Worcester and Springfield officials are scrambling to fill two of four vacant state pathologist slots. Personnel shortages and inadequate facilities are slowing the processing of evidence for the police and other agencies.

**NEW JERSEY** — Two Newark police officers were accused Nov. 10 of violating 14 Police Department regulations in connection with the shooting of a teen-age car theft suspect last June. Officers John Costa and Michael Cavallaro were accused of failing to report what occurred when police shot Howard Caesar, 17, seriously wounding him.

Camden Mayor Aaron Thompson is calling said on residents to join a volunteer anti-crime effort. He said a community-based campaign to reduce the number of Halloween arson fires, which helped reduce the number of

blazes from 133 in 1991 to 18 this year, sparked the idea.

Cities can impose curfews on teenagers and penalize parents whose children violate them under legislation signed last month by Gov. Jim Florio.

**NEW YORK** — New York City police are questioning three men in connection with the shooting death of an off-duty female police officer whose nude body was dumped near JFK International Airport Nov. 11. Officer Milagros T. Johnson, 26, who joined the force in 1990, was last seen after her tour of duty in a Queens bar popular with officers of the local precinct. She had been shot three times in the head.

New York's Chief Judge Sol Wachtler resigned from the state Court of Appeals Nov. 10, less than three hours after he was placed under house arrest and ordered to wear an electronic monitoring bracelet. FBI agents arrested Wachtler in a blackmail and extortion scheme that targeted his ex-lover.

Subway crime decreased in September and was down 13.9 percent in the first nine months of this year, New York Transit Police officials said. The largest decrease was in robberies which dropped 26 percent from September 1991 to this year. It was the 24th consecutive month of crime decreases in the system.

Some New York City judges say drivers arrested for DUI and who cannot speak English well may not be getting proper warnings about the consequences of refusing Breathalyzer tests. Police said they plan to put together audiotapes in several languages to correct the problem.

## Southeast

**ALABAMA** — Alabama's Drug Operations Center, which opened this month in Montgomery, will allow authorities to share narcotics intelligence information with similar centers in Mississippi and Louisiana. The center will keep agents from "stumbling all over" each others' efforts, said Gov. Guy Hunt.

**ARKANSAS** — The state Supreme Court ruled that pre-arrest statements by the deaf are admissible in court even if no interpreter is present. The ruling stems from a 1989 case in which a deaf woman indicated guilt and understood her rights. On appeal, she cited a state law that said "no statement taken from the deaf person before an interpreter is present may be admissible."

**FLORIDA** — A lawyer has told a Governor's panel probing alleged abuses of the state's forfeiture laws that Volusia County Sheriff Bob Vogel targeted blacks and Hispanics under a controversial policy that allows authorities to seize motorists' cash and property without charging them with crimes. Vogel denies the claims. [See LEN, Oct. 15, 1992.]

Police arrested a third teen-ager Nov.

12 as a suspect in a string of 30 sniping attacks in nine months that left one motorist dead and several others injured along I-295 near Jacksonville. Police are seeking more suspects in the attacks.

**GEORGIA** — Bryon Police Chief Robert Borders, who was suspended in July while the Georgia Bureau of Investigation probed the mishandling of evidence and fines, was fired Nov. 4. Assistant Chief James Barbour was named to run the agency.

The U.S. Justice Department said last month it would allocate an additional \$300,000 for Atlanta's "Weed and Seed" program. The "weed" portion has been underway for several months in the Thomasville Heights and Englewood Manor sections of the city.

Suspended Atkinson County Sheriff Earl Haskins was found dead Oct. 15, just a few days before the scheduled start of his trial on a 20-count Federal indictment on drug and racketeering charges. The cause of death could not be immediately determined.

**LOUISIANA** — New Orleans police officials say that unless \$4 million is added to the Police Department's budget, 24 recruits will not be sworn in and the agency may lose up to 75 officers through attrition.

**MISSISSIPPI** — An amendment that expanded the definition of home to include one's car is allowing felons to carry firearms in vehicles and should be scrapped, the state public safety commissioner said this month. A survey shows that from July 1990 to September 1992, 382 felons had weapons in their vehicles when arrested.

The state's first community center dedicated to the research and prevention of drug and alcohol abuse opened in Florence on Nov. 1.

**VIRGINIA** — Bristol Police Chief Oscar Broome and Assistant Chief Charlie Roark — both subjects of sexual harassment probes — resigned this month. Broome said the investigation had nothing to do with his decision.

The number of DUI arrests plummeted in fiscal year 1992 to the lowest rate in 10 years, said William McCullum, who heads the Alcohol Safety Action Program. He cited greater public awareness and better enforcement for the 45,301 arrests during this fiscal year — a 8.6-percent decrease from the previous fiscal year.

## Midwest

**KENTUCKY** — Child-welfare investigators confirmed 23,172 cases of abuse or neglect during the 12 months before July — an increase of 1,173 victims from the previous year. Officials said greater awareness of the problem and increasing family tensions may have contributed to the rise.

**MICHIGAN** — Detroit Police Chief Stanley Knox has suspended two white officers without pay after they were accused of fatally beating a black motorist with a flashlight during a

stakeout of a crack house. Five officers, including a sergeant, who allegedly witnessed the Nov. 5 beating of Malice Green, were also suspended. Knox called the beating a "senseless act" and indicated that criminal charges would be filed in the case.

**OHIO** — A Manetta judge has dismissed a DUI charge against Franklin Boughman, of Paden City, because chewing gum may have interfered with the results of a Breathalyzer test. Boughman's lawyer said the arresting state trooper didn't tell Boughman to keep his mouth free of foreign substances when the test was administered.

Pay phones in Cleveland that are frequently used by drug dealers will no longer accept late evening and early morning calls, the Ohio Bell Telephone Co. announced this month. Pagers and voice mail will not work over the affected lines, which will still take 911 emergency calls.

An Elyria police officer who is accused of twice using a stun gun on a handcuffed prisoner in 1991 will not be suspended, but will retire Jan. 1. Officer William Curtis denies the charge.

**WISCONSIN** — A repeat drunken driver who killed the daughter of Mothers Against Drunk Driving founder Candy Lightner was convicted as a first-time DUI offender last month. Clarence William Busch, who was arrested last August by a state trooper in Pleasant Prairie, was considered a first-time offender in Wisconsin because his record was clean for five years. He received a \$583 fine and a nine-month license suspension. Lightner started MADD in 1980 after Busch killed her 13-year-old daughter in a 1980 DUI accident.

## Plains States

**IOWA** — A recent study said that 60 percent of district court judges and 56 percent of association judges would like the option of sending some criminal offenders to boot camp-style correction facilities.

**KANSAS** — The state's prison population fell by an average of 31 inmates each month since July because more prisoners are being paroled each month. The system is operating at 92.4 percent of capacity.

Authorities are cautioning state residents against using jimson weed as a hallucinogen. Four teen-agers were hospitalized after experimenting with the plant recently. Abusers eat the seed pod or boil the contents and drink the remaining liquid.

**MISSOURI** — The trial of James Johnson, a Jamestown man accused of murdering three law enforcement officers and a sheriff's wife in a shooting rampage last year, will begin in Lebanon on Feb. 1. Johnson has pleaded innocent by reason of mental disease or defect.

A 60-day boot camp prison facility for non-violent drug offenders will be

open by June 1993. Suspects ages 17-25 can volunteer for the program — consisting of community service work — and may receive suspended sentences as a result. The facility was paid for by \$645,000 in Federal grants.

**MONTANA** — Newly elected Butte-Silver Bow Sheriff John McPherson said his top priority is to solve a string of arson fires plaguing the area. McPherson, a former deputy, defeated his boss, Bob Butorovich.

**NEBRASKA** — Proponents of a curfew for Omaha teen-agers collected signatures at polling places on Nov. 3 to gain support for the measure, which was rejected in 1991 by the City Council.

**NORTH DAKOTA** — The Morton County Commission voted this month to hire a full-time prosecutor to replace Ben Pulkrabek, who had been under contract to handle prosecutions. The Mandan Police Department had accused Pulkrabek of not preparing for cases, but Pulkrabek said he was being blamed for difficulties in the Police Department.

**SOUTH DAKOTA** — The state Department of Transportation recently installed 500 radar drones in its maintenance and construction vehicles to slow down motorists near highway projects. Drivers with radar detectors will hear beeps emanating from the drones, making them think they are being clocked by radar.

## Southwest

**ARIZONA** — A Federal prosecutor has accused Maricopa County sheriff's Sgt. Russ Kimball of stealing government property by including information about special law enforcement investigative procedures in an unfinished book he wrote about last year's killings of nine people at a Buddhist temple west of Phoenix. The charge was made during a hearing in which lawyers for two men accused of the slayings sought to examine the book. A Superior Court judge denied the request Nov. 12.

The National Rifle Association filed a suit last month to overturn ordinances that bar juveniles from carrying guns without parental permission. The bans, which stem from concerns about growing levels of youth violence, are in effect in Apache Junction, Glendale, Phoenix, Scottsdale and Tempe.

A study by two college researchers shows that about 71 percent of black males in Maricopa County will have a run-in with authorities by age 17. The study cited racial bias, an uneasy relationship between police and minorities, and socioeconomic factors for the high rate. For whites, the rate was 39 percent, and Latinos, 43 percent.

**COLORADO** — State Trooper Lyle Wohlers died one day after being shot early this month during a traffic stop near Georgetown involving two juveniles. The pair were to be arraigned on murder charges Nov. 6.

**NEW MEXICO** — Belen officials say



## Around the Nation

they may use minors working undercover to make sure businesses comply with an ordinance that bans the sale of cigarettes to minors.

The Anti-Defamation League held training sessions for law enforcement officers in Santa Fe and Albuquerque this month to show how agencies and officers can investigate hate crimes and aid victims.

**OKLAHOMA** — Oklahoma State Penitentiary warden Dan Reynolds hopes to begin prison visits by students next year. The visits will give youths a firsthand look at the wages of crime in the hopes they will avoid criminal activity. Minimum-security inmates and law officers will visit younger students at their schools.

**TEXAS** — Dallas police have stopped taking names and other information from people who visit parks in predominantly gay neighborhoods. Executive Assistant Chief Willard Rollins said all cards containing information gathered at three parks would be destroyed. Police Chief William Rathbun ordered increased surveillance in the parks after a rash of violent crime and complaints about open sexual activity, but the cards were not part of the initial plan, Rollins said.

A Dallas jury has ruled that the manufacturers of the popular sleeping drug Halcion were partially responsible for a former Fort Stockton police official's killing of his best friend. The jury ordered the Upjohn Co. to pay \$1.8 million of a \$2.15-million damage award to the family of former Assistant Police Chief William Freeman, who will not receive any of the money Freeman, serving a life term for the 1987 shooting death, blamed his crime on side effects from the drug, and his lawyer said the ruling opens the way to an appeal of his conviction.

**UTAH** — Ogden police officials are considering putting more officers on foot patrols to complement existing bicycle patrols and Neighborhood Watch programs. Under the proposal, the patrols would be permanently assigned to neighborhoods.



**ALASKA** — About 100 people who attended a meeting early this month sponsored by Fairbanks police showed cards that had been placed on their car windshields, inviting them to join the Ku Klux Klan. Some said they have seen members of white supremacist skinhead groups in the city.

**CALIFORNIA** — Three San Francisco police officers who confiscated copies of a gay newspaper that lampooned former Police Chief Richard Hongisto pleaded no contest to the charge and were suspended last month for 30 days without pay. The officers told the Police Commission they acted under Hongisto's orders. The Chief was fired because of the incident last May.

A new San Diego County Sheriff's

Department team that works with the U.S. Border Patrol to strike at major drug-trafficking routes hit paydirt when it helped Border Patrol agents seize a ton of marijuana last month.

Gun buyers in Oakland are to be photographed and fingerprinted as part of a city ordinance that went into effect Nov. 1.

A rookie Los Angeles police officer who was relieved of duty for his role in the Rodney King beating case lost the latest bid to save his job when a Superior Court judge granted the city's request for summary judgment. The judge threw out Officer Timothy Wind's request for a hearing before a three-member Police Department Board of Rights. In a related development, California motor vehicle officials have reinstated King's driver's license. He lost it when he refused to take blood, urine or breath tests for alcohol after his July arrest for suspected DUI.

Capt. Anthony Ribera, a 24-year veteran of the San Francisco Police Department, was sworn in Nov. 9 as the city's new Police Chief — the first Latino to hold the job.

A Corona woman was sentenced to six years in jail Oct. 27 because her breast milk, tainted with methamphetamine, killed her baby daughter. Alicia Gillespie, 23, pleaded guilty to three counts of child endangerment, one stemming from the death of her 24-day-old daughter, Alicia, last August. It is believed to be the first criminal case based on the passing of drugs through breast milk.

Since 1989, more than 45 Los Angeles police officials have been cited for using department computers to check the backgrounds of baby sitters, house sitters and others for personal reasons. The citations were disclosed last month after a Police Commission investigator was suspended 10 days for using department computers without permission to get confidential data on white supremacist Tom Metzger and actor Arnold Schwarzenegger.

**IDAHO** — Shoshone County sheriff's Capt. Jim West said last month that local Police Chief Don Oeils should be charged with neglect of duty. West charged that the Chief ignored the complaints of two girls who said they had been sexually abused by a man who pleaded guilty to rape in August.

**OREGON** — Federal prosecutors in the state collected \$7.25 million in seized property and fines from drug dealers and other criminals during the 1991-92 fiscal year — a figure that is twice the budget of the U.S. Attorney's office in Portland. Included in the haul were homes, cars, cash and a helicopter.

**WASHINGTON** — Spokane officials have shelved plans for an anti-violence program that included gun buybacks from citizens, because residents did support the initiative.

The state Supreme Court ruled this month that drug dealers caught selling narcotics within 1,000 feet of a school bus route face the same penalties as when arrested within 1,000 feet of schools. Six defendants claimed the ruling puts the burden on them to know bus routes.

## For Mobile cops, it pays to keep your mouth shut

### Policy bars public ridicule of Chief, others

Mobile, Ala., Police Chief Harold Johnson says a departmental order that prohibits public criticism of the mayor and police chief is no different from similar regulations promulgated by hundreds of other police agencies and is not being used to stifle officers dissatisfied with his leadership.

Johnson made the remarks in a brief interview with LEN shortly after a Federal judge on Oct. 28 refused to grant an injunction against the so-called gag rule. U.S. District Court Judge Alex Howard did grant a trial, expected to begin in June, on the merits of the case.

The judge also refused to reinstate Mobile police officer John W. Angle, who contends he was fired for circulating a memo that included criticism of an undercover squad formed by Johnson. In the memo, Angle charged that the Chief had bypassed Civil Service rules to hire squad members.

"It's not a gag rule. It's called a rule of criticism," said Johnson, who said he could offer few comments on the case because of the pending trial. Johnson

added that the rule is a watered-down version of a more stringent regulation in place when he became Police Chief in Mobile in 1990.

Johnson said that "over 300 or 400 police departments" nationwide have similar orders, and courts have dismissed claims that such rules violate the free-speech rights of officers. "When you are in the police service as in the military service, there are certain — and the courts have said this — freedom of speech rights that you give up when you put on that blue uniform. You can't just go out and start talking about covert operations," he said.

The rule, a copy of which was obtained by LEN, bars officers from publicly ridiculing or criticizing the mayor, police chief, high-ranking police officials, the department, "its policies, programs, actions, members or employees when such criticism or ridicule impairs the operation of the department or any command therein, or interferes with a supervisor's ability to maintain discipline. . . . Officers are

in violation of the rule if they know "that the criticism is false or [ma]ke it with reckless disregard for its truth or falsehood."

The rule instructs officers to make "a reasonable effort to communicate the criticism to the proper command personnel within the department and to obtain their response" before going public. They can also be found guilty of violating the order if they continue to publicly ridicule and criticize the department after being ordered by supervisors to refrain. Disciplinary measures can range from five-day suspensions to dismissal from the force.

City Attorney John Lockett, who will represent Johnson and Mayor Mike Dow in the upcoming trial, said he is certain the city will prevail. "The employees are entitled to engage in a measure of speech activity as long as it does not necessarily harm legitimate law enforcements interests," he told LEN. "Our position is that the rule itself seeks to strike a balancing process which

Continued on Page 10

## Survey finds crime rate held steady in '91; assaults pace rise in violence

Americans over the age of 12 experienced nearly 35 million crimes last year, but the total number of personal and household crimes in 1991 showed no appreciable change over the 1990 figure, according to the National Crime Victimization Survey released last month.

About 6.4 million victimizations consisted of violent crimes such as rape, robbery, and aggravated and simple assaults, said the Bureau of Justice Statistics. An additional 12.5 million victimizations were crimes of theft, and an additional 15.8 million household crimes were reported in 1991.

The estimates are based on the responses of about 83,000 people from 42,000 households who were interviewed by researchers for the survey.

The total number of personal and household crimes committed last year did not change significantly from the 1990 totals, said the report, which noted that rates in several of the major crime categories have generally been declining since the survey began in 1973. "The rates of robbery, aggravated assault and household burglary each showed no statistically significant changes from 1990 to 1991," said BJS Director Steven D. Dillingham.

The level of violent crimes last year was 11 percent lower than in 1981 — when it peaked at 35.3 victimizations per 1,000 persons aged 12 and older — but the number of violent crimes attempted against U.S. citizens rose by 11 percent between 1990 and 1991, when the rate was 31.3 per 1,000 residents, the report said.

"This increase can be attributed primarily to the rise in assaults: as in the past, the largest portion of the violent crime consisted of simple assaults" which rose by an estimated 11 percent last year, the report said, or about 17 assaults per 1,000 people. The rate of aggravated assaults did not change significantly from the 7.8 incidents per 1,000 residents recorded in 1991.

The report said the rate of rape was not statistically different from any other

sexual assault rate measured in the last year because the 1991 rate of 1.4 per rapes per 1,000 women age 12 and older accounted for only about one-half of 1 percent of all crimes measured by the survey. In 1990, the survey recorded one rape per 1,000 women.

A decrease in the number of personal thefts — pegged at 12.5 million in 1991, compared to 13 million in 1990 — contributed to the lowest survey rate ever recorded for that crime category in the survey's 19-year history.

The report said that the percentage of victims reporting crimes to the police remained unchanged between 1990 and 1991 at 38 percent. It estimated that 49 percent of all violent crimes were reported to authorities.

The survey found that males, younger persons, blacks, Hispanics, residents of inner cities and the poor tend to have higher rates of victimization. The survey found that blacks were more likely than whites to be victims of violent crimes, with blacks the victims of violent assaults at a rate of 30.4 per 1,000 persons age 12 or older, compared to 24.3 victimizations per 1,000 persons among whites. Last year there were 13.5 robberies for every 1,000 black residents, 4.4 robberies for every

1,000 whites, and 7.4 robberies for every 1,000 Latinos.

In addition, the survey said that the rate of violent victimization among blacks was about 50 percent higher than the rate among whites.

Males sustained higher rates of victimization in the personal crimes category than females, the report said, with males 2.5 times more likely to be victims of aggravated assaults.

People 65 years or older generally had the lowest victimization rates. For example, the assault rate for people 16 to 19 years old was 79.2 per 1,000 residents, compared to 1.8 per 1,000 people 65 years old or older.

The victimization rate also differed according to income and place of residence, the survey said. Persons from households with low incomes generally experienced higher violent crime victimization rates than did those from wealthier households. But the survey found no significant difference in the rates for theft for households earning less than \$7,500 compared to those with incomes of \$50,000 or more.

Residents of inner cities had higher rates for all personal crimes than did suburbanites or residents of non-metropolitan areas, the survey said.

## After eight years, UCR finds six-month dip in crime

For the first time since 1984, serious crimes reported to law enforcement decreased during the first six months of the year, falling by 2 percent in the first half of 1992 compared to the same period in 1991.

Violent crimes edged upward by 3 percent during that period, according to statistics released Oct. 25 by FBI Director William S. Sessions.

The decline, reflected in offenses reported to the FBI by law enforcement agencies nationwide, included a 3-percent drop in property crimes.

The increase in violent crimes included a 4-percent rise in rape and a 6-percent increase in aggravated assaults. But the number of murders reported to police dropped by 3 percent, while robberies were down by 1 percent, the FBI reported.

The only increase recorded in the property-crime category was a 6-percent jump in arson. All other property crimes fell, with a 4-percent drop in burglary, a 3-percent decline in larceny-theft, and a 2-percent decrease in motor vehicle theft.



## Justice delayed

Pride has kept the mother and brother of the only female New York City police officer ever killed in the line of duty from seeking the officer's pension benefits, but the grim realities of impending homelessness forced them to come forward last month to seek financial assistance.

While union officials scramble to provide emergency aid for Jimmy Lozada, 32, and his mother, Angela, 60, who were evicted from their home in August, as much as \$100,000 and an additional \$40,000-a-year for life are tied up in bureaucratic red tape.

Transit Police Officer Irma Lozada was 25 when she was shot to death in September 1984 in a vacant lot. She remains the only female police officer in New York City ever killed in the line of duty. In the years since her death, Lozada's ailing mother and brother, who is diabetic and undergoes kidney dialysis twice a week, managed to carry on without the substantial pension benefits she had accrued during her short career.

But the Lozadas — neither of whom are currently able to work because of their ongoing health problems — were evicted from their apartment in August and were forced to move in with friends. Now, faced with the prospect of being placed in a city homeless shelter, they are fighting for a share of the benefits. Their struggle is complicated by the fact that Irma Lozada married a man who is the legal beneficiary, but who has not been seen or heard from in over eight years.

"We have reason to believe it was a marriage of convenience for him," said Transit Police spokesman Al O'Leary of Officer Lozada's marriage to Shlomo Itah. "They didn't actually live together as man and wife. Unfortunately, she listed him as her husband on her paperwork." O'Leary said Lozada apparently married Itah to allow him to become an American citizen. But Itah has not been heard from since the officer's death — and didn't even attend her funeral.

The family received about \$120,000 in life insurance benefits shortly after Irma's death, but medical and living expenses quickly exhausted the money. Angela Lozada lost her cleaning job in

Manhattan's Surrogate Court because she was afraid to ride the subway to work following her daughter's death. She still receives counseling to deal with her loss. Jimmy Lozada's health problems forced him to leave his job with the Department of Transportation and retire on disability in 1990. They get by on Jimmy's Social Security payments of \$508 a month and the \$203 in food stamps his mother receives.

Jimmy Lozada told New York Newsday that no one told him or his mother about the pension money. "My mother doesn't even want to think about it," he said. "She doesn't want headaches about money that might have been or may be."

Help may be on the way. O'Leary told LENA that Transit Police officials are "vigorously" exploring legal avenues aimed at freeing up the funds. Ron Reale, president of the Transit Police Benevolent Association, added that the union has authorized an emergency payment to the Lozadas from its Widows and Childrens Fund. The PBA has also helped secure an apartment for them in a city housing project.

Meanwhile, TPBA lawyers are seeking to have Itah declared "statutorily" dead so that Angela Lozada can be named the beneficiary of her daughter's pension, Reale said. "Once we do that, we feel it will free the way for the New York City Employees Retirement System to deliver whatever benefits are available," he told LENA.

Reale said he was surprised to hear about the Lozadas' plight. "It's something that probably should have been brought to our attention a long time ago, but the family's pride prohibited that. Now that they're destitute, they had no choice and they came forward for help."

## Gone fishing

San Diego Police Chief Robert Burgreen will step down early next year to take advantage of retirement incentives that were approved this month by city officials to prevent massive layoffs of public employees, including police officers.

Burgreen, 54, said the early-retirement package credits participants with an additional two years of service.

Burgreen, who has led the agency since 1988, told LENA he had planned to retire next September anyway, but moved up the date because the plan "made tremendous financial sense."

Burgreen's 33-year career with the San Diego Police Department will end Jan. 4, but he has told City Manager Jack McGrory, who will choose a new chief, that he would remain on duty to oversee the transition period. The Chief



Chief Robert Burgreen  
Retirement beckons

said he expects up to 50 sworn officers, including several members of the command staff, to accept the early-retirement offer, and the exodus of personnel will force officials to reorganize the 1,850-officer agency.

Faced with an "organizational downsizing" of the department, Burgreen said one of his tasks during the transition period will be to ensure that the department continues to provide adequate police services with fewer personnel. "In some areas, our mission will change," he said. "We're not going to be able to do everything we're doing now, and I'm committed to a prioritization that will have the least impact on safety and quality of life."

Burgreen said he should have a reorganization plan formalized by the end of November.

The Chief listed among his top accomplishments the efforts to regain the confidence of San Diego residents. Relations between police and residents declined considerably during the early and mid-1980's after a rash of police-involved shootings that left several suspects dead, many of them minorities.

To open up a dialogue between police and residents, Burgreen began a series of public "town hall" meetings that continue to this day. The Chief also made strides in increasing minority representation on the force, both at the officer and supervisory levels. During the latest round of promotions, Burgreen named a Latino male, a white female and a black female as assistant chiefs.

Under Burgreen's leadership, the Police Department adopted the community-oriented and problem-solving philosophies of policing. Neighborhood policing teams are now assigned to each of the city's seven area stations.

Burgreen also sought to improve communications within the department by eliminating two layers of top command and "flattening" the organization so that high-ranking personnel would be more accessible to beat officers.

"There has been a change in the way cops do business," Burgreen said. "They are much more caring, much more involved in the community and more representative of the community. They

are not an invading army."

Burgreen, who will advise McGrory on the choice of his replacement, indicated that the selection will hinge upon which candidate is most willing to carry out the programs he has developed. "Traditionalists and old-school cops need not apply," the Chief said.

An avid fisherman and golfer, Burgreen said he and his family will move to a recreational retirement community in Arkansas once he is relieved of duty in San Diego, probably in April.

## Heroism's reward

An off-duty Honolulu police officer who shot and fatally wounded an armed hostage-taker has been named Police Officer of the Year by the International Association of Chiefs of Police and Parade Magazine.

Patrolman David Foulm, 31, received the honor in Detroit on Oct. 27 at the IACP's annual convention.

The incident that led to Foulm's heroism occurred on Feb. 16. Foulm was at home watching television with his pregnant wife, Siamalu, as their two daughters, Shawndelle, 8, and Dasia, 2, played in their bedroom. The neighborhood calm was abruptly shattered by the sound of gunfire. Foulm, wearing only a tank top and shorts, ran outside to investigate. He observed a man blasting away with a shotgun as a hysterical woman screamed in terror.

Foulm went home and got his service revolver, ignoring his wife's pleas not to get involved. He returned to the scene to see the gunman dragging the young woman by the hair with one hand while pointing a shotgun at her head with another. The gunman forced the woman into his pickup truck and was about to drive away when Foulm leaped in front of the vehicle, blocking its path.

"Stop! Police!" Foulm commanded, aiming his weapon at the driver. As the suspect stepped out of the truck to confront Foulm, the woman jumped out and fled to a nearby apartment house. Foulm opened fire as the gunman was about to pull the trigger of the shotgun he had aimed at the officer. Two of the six rounds fired by Foulm hit the suspect, but the bullets did not immediately fell him. He tried to cock his shotgun and fire again, but the weapon apparently jammed.

Foulm took cover behind the truck, incredulous that the man was still on his feet. Suddenly, the suspect dropped the shotgun and stumbled back toward the truck before collapsing with bullet wounds to the abdomen and leg.

Foulm told Parade that his first thoughts following the incident were: "I've just shot this guy. What would have happened to my family if I had gotten shot?" He said a quick prayer of thanks that his life had been spared.

A police helicopter transported the suspect, identified as Blaine Kamalii, 32, to a hospital where he died about two hours later. The target of Kamalii's rampage, estranged girlfriend Kaul Alexander, 29, said he had called her at work just hours before the shooting and threatened her and her boyfriend's lives. She didn't take the threats seriously until she and her boyfriend drove up to her house, where Kamalii attempted to ambush them. "If it wasn't for that cop, I probably wouldn't be here," Alexander

der told Parade.

Foulm's wife said that the family embraced in prayer as soon as the officer returned home. "Since the incident, I believe that he will always return home to us," she told Parade. Three weeks later, she gave birth to a nine-pound boy, named Kawika.

Ten other law enforcers received honorable mentions for outstanding service or heroism. They are: Investigator Patrick F. Birse of the San Diego County District Attorney's Office; Idaho State Police Sgt. David M. Cordova; Lieut. Mark N. Dion of the Portland, Me., Police Department; Officer Wanda E. Dobbins of the Baltimore Police Department; Capt. Ben Harkins of the Knox County, Tenn., Sheriff's Department; Officer Leighton Kaonohi of the Honolulu Police Department; Officer Brian H. McDuffie of the Garland, Tex., Police Department; Officer Alejandro Mendez of the Miami Police Department; Officer Jose Perez, also of the Miami P.D., and Sgt. John Skolnik of the New York City Transit Police Department.

## London calling

A 25-year veteran of policing will be returning to the place where it all began for him — London's Metropolitan Police Service — but this time, he'll head the venerable agency popularly known as Scotland Yard.

Queen Elizabeth II last month approved the appointment of Kent Chief Constable Paul Condon to head the Metropolitan Police, succeeding Sir Peter Imbert, who will retire in January after five years as commissioner.

Calling him "a forceful successor" to Imbert, British Home Secretary Kenneth Clarke said he believed that under Condon, the service "would continue to make significant improvement in its relationships with the public and its effectiveness in meeting the ever-rising demands placed on it."

Condon, 45, began his policing career with the Metropolitan Police in 1967. He remained there until 1984, when he was appointed Assistant Chief Constable of Kent. There, he formulated plans to police the tunnel that will run under the English Channel, connecting Britain with France.

Condon returned to London in 1987 as deputy assistant commissioner in charge of West London, and was promoted to assistant commissioner for training and personnel matters in 1988. He held that position until becoming Chief Constable in Kent in 1989.

In an interview with the London Observer last year, Condon said that police must "face up to the fact that we are not, ever again, going to be regarded as a symbol of national pride. We have to keep our nerve because that is the only way we are going to go forward. But we have to set objectives we can actually achieve and measure how far we meet them."

Observers say Condon's willingness to effect change — as evidenced by his reorganization of the Kent agency — will serve him well in the Metropolitan Police Service, which is also undergoing massive changes.

Condon is a former Bramshill scholar at St. Peter's College at Oxford, where he earned bachelor's and master's degrees in law studies.

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## Close call

Yonkers, N.Y., Police Commissioner **Robert T. Olson** is "back in action" after narrowly escaping death Nov. 3 when a hand grenade-like explosive detonated as he approached his car to drive to work.

Olson, 46, who suffered a deep shrapnel wound to his left ankle as a result of the blast, returned to work Nov. 6 and is heading the investigation to determine who planted the bomb. Among those participating in the probe are the FBI, the Bureau of Alcohol, Tobacco and Firearms, and explosives experts from the New York Police Department.

No suspects have been arrested in connection with the blast, which oc-



Commissioner Robert Olson  
Back in the saddle

curred as the Yonkers Police Department and the New York State Organized Crime Task Force continue to conduct a widespread investigation into possible ties between organized crime and former city officials and local politicians. Investigators have not ruled out the possibility that persons tied to the corruption case were responsible for the blast, but Olson said the "list of suspects is long [and] difficult to pin down."

"At this juncture, it could be as innocuous as a disgruntled employee all the way up to somebody involved in some of the investigations the department is doing," Olson said in an interview with L&N. "It could be somebody with a motive or just some wacko out there who thinks the Police Commissioner is responsible for his life falling apart. It could be as simple as that. We're not ruling anything out."

[Yonkers police said Nov. 11 that former city employees, including ex-police officers, are under review in the bombing probe, but Lieut. **Lawrence McElroen** denied a New York Post report that said investigators had narrowed their search to a "vengeful ex-cop," one of four allegedly fired by Olson since he took command of the department in August 1990. "Everyone left voluntarily," McElroen said of the former police officers.]

Olson said he noticed something out of the ordinary about the car and that observation "saved me — no ifs, ands or buts." He could offer few details, but said he apparently touched a mechanism that detonated the explosive, which he said was designed to go

off underneath his feet as he sat down in his city-issued 1989 Ford LTD. The force of the blast, which occurred around 7:50 A.M. as Olson left his apartment near Bronxville to go to work, knocked a female passerby into a nearby fence. It heavily damaged the undercarriage, floor and engine block of the vehicle. Shrapnel from the blast penetrated the Commissioner's briefcase, possibly preventing more serious injuries, he said.

"There's no doubt in my mind that [blast] would have been fatal," Olson said. "If not, I would have been minus some important parts and certainly my policing career would have been through. I have no doubt in my mind that the device was there to do me in."

Olson, who seemed remarkably upbeat for someone who had come so close to death, said he credited a "guardian angel" with saving his life. "I feel pretty good," he said. "I went to mass twice yesterday. I think maybe the total realization will probably creep up and hit me before long. What makes it really difficult at this juncture is not knowing where the threat is coming from."

Increased security measures are in place both for Olson and Mayor **Terence Zaleski**, who was elected last year on a platform that included a pledge to ask state investigators to track down rumors of corruption that have dogged the Yonkers city government for years. Rewards totaling \$20,000 have been offered by the Mayor and the city's two police unions for information leading to the arrest and conviction of those responsible.

Olson began his policing career as a cadet with the Omaha, Neb., Police Department in 1966, and eventually rose through the ranks to become deputy chief of the department. He was fired after arresting the mayor's brother-in-law for drunken driving. He became the Chief of the Corpus Christi, Tex., Police Department in 1987.

## Youth is not wasted on the young:

# Teens show their resourcefulness

Those who have worked with young people in groups like the Police Athletic League, church organizations, or Scouting programs know that there is a

## BURDEN'S BEAT

By Ordway P. Burden

streak of idealism in young people. The good kids who get involved in those types of organizations tend to be willing to volunteer to help their communities.

But how about delinquents? Will youngsters who have started down life's pathway on the wrong foot respond to a call for service to others? Surprisingly, the answer seems to be yes, at least for some of them.

That bit of welcome news comes to us from "Youth As Resources," a program of the National Crime Prevention Council which aims to tap the altruistic impulses of young people to make their communities better. It's been in operation in Boston and several Indiana cities for five years. YAR is designed to give groups of young people a chance to select, design and perform meaningful service to their communities, with minimal guidance from adults. Small

grants, usually from local foundations, provide whatever financial help is required.

For the first few years, the youths tended to belong to Boys and Girls Clubs, city youth centers, and high school groups. Since 1989, however, the scope has been expanding to include kids in correctional facilities and group homes for troubled youths. In Indianapolis, for example, 12- to 18-year-old delinquents in the Indiana Girls' School have undertaken several projects. They have cleaned parks, painted buildings, mowed lawns, cleaned out gutters, and picked up litter at homes on behalf of Habitat for Humanity. They have also provided entertainment and services for groups of physically handicapped, elderly, hearing impaired, and mentally handicapped persons. Other girls from the correctional facility worked with children from poor families.

"At first we thought that they volunteered because they just wanted to get off the Girls' School campus," said Paula Allen of the Indianapolis YAR program. "But that has not been the case. They have even chosen to do projects where they stay on campus and make things."



Kenneth Medeiros

Kenneth H. Medeiros, the executive director of the Commission on Accreditation for Law Enforcement Agencies (CALEA), died in his sleep of a massive heart attack in his Fairfax, Va., home on Nov. 11. He was 52.

The sudden death of Medeiros, a longtime proponent of accreditation who had served as CALEA's executive director since 1985, shocked the law enforcement community. Richard F. Kitterman Jr., the director of field operations for CALEA, was appointed by the commission's chairman, Ronald D. Nelson, to serve as acting executive director.

"It's come as a tremendous shock," Kitterman said of Medeiros's untimely death. "It's going to be a great loss, not only to our staff here, but to law enforcement in general. Everybody's lost a friend."

Kitterman said that despite the loss, CALEA will continue its work and that an accreditation meeting planned for Nov. 19-21 in Biloxi, Miss., will proceed as scheduled.

"Kenny will certainly be lost, but I would see him more as an inspiration for everybody to carry on and get the job done. I know that's what he would have wanted. He's trained us well and we're moving ahead," said Kitterman.

The Biloxi meeting will include a tribute to Medeiros, a 20-year veteran of the U.S. Marine Corps who was to be buried with full military honors in Arlington National Cemetery Nov. 19. Kitterman said CALEA commissioners may also name a permanent successor to Medeiros during the Biloxi meeting.

Over 200 law enforcement agencies have received accreditation from CALEA since 1983. To be eligible, candidate agencies must meet over

themselves a little short."

The accreditation process, he said, allows law enforcement agencies to "reflect on where they are, where they want to be, and what steps they have to take to bridge that gap."

Kitterman said Medeiros's selection by CALEA commissioners to succeed the organization's first executive director, James V. Cotter, was an "extremely wise choice for continuity" since both men were instrumental in the research and development phase of the commission. "He really came in here, picked up the reins and hit the ground running," Kitterman said of Medeiros. "He has been dedicated to this, he believed in the process, and anyone who knew him knew that he was a constant devotee and promoter of this process."

Medeiros retired as assistant director of law enforcement for the Marine Corps in 1978 to become chief of the Bismarck, N.D., Police Department. One of the original commissioners appointed in 1979 by the International Association of Chiefs of Police to guide the formation of CALEA, Medeiros was elected chairman of the commission in 1983, and succeeded Cotter in May 1985.

He is survived by his wife, Jeanne, and four children

[Written condolences to the Medeiros family can be sent to CALEA in care of Richard F. Kitterman Jr., Acting Executive Director, 4242B Chain Bridge Rd., Fairfax, Va., 22030. The family has also set up the Kenneth H. Medeiros Memorial Fund, contributions to which may be sent in care of the Bismarck Police Department, 700 S. 9th St., Bismarck, N.D., 58504.]

900 standards in such administrative and operational areas as interagency relationships, organization and management, personnel, traffic, prisoner and court-related services, among many others. Accreditation is good for five years, at which time an agency may seek reaccreditation.

In an interview with Law Enforcement News in 1988, Medeiros said accreditation helped law enforcement agencies to prove their excellence, could improve officer morale and cooperation between agencies and, in some cases, result in lower insurance premiums on liability policies. [See L&N, Sept. 15, 1988.]

"If you're not moving forward, you may very well be slipping backward," said Medeiros, explaining why police agencies might want to pursue the accreditation process. "Accreditation has always got to be a program that requires significant effort to reach a higher level of achievement. If someone is saying that they don't think they can do that, or even that it may be too expensive to do that, then I think they might be selling

everybody feel good

Youth As Resources began on a pilot basis in Indianapolis, Fort Wayne and Evansville, Ind., in 1987. Over the past five years, youths in those cities have operated programs to fight drug abuse, tutored middle school students for whom English is a second language, run AIDS awareness programs, created community gardens and small parks, built a nature trail, and brought help to the elderly, the homeless, and the mentally ill and retarded — among other things.

YAR began with funding from the Lilly Endowment of Indianapolis. Today, YAR's programs are largely funded by local foundations, with grants for individual projects running from about \$500 to 2,500. YAR groups are run by boards of directors dominated by teen-agers.

Youth-guided projects based on the YAR model have sprung up in other cities. In Elyria, Ohio, for example, a 4-H club, a Boy Scout troop and a group for Hispanic youth have gotten funds through the Nord Family Foundation for projects to help their city. In Philadelphia, Boys and Girls Clubs have completed 47 community service projects.

Continued on Page 10



# Election Day means more than Presidential politics

From curfews to victims' rights, voters nationwide tackle broad range of criminal justice issues

Voters who turned out in droves for this year's Presidential election, eager for change, should get their wish when Arkansas Gov. Bill Clinton becomes the next occupant of the White House.

While it is too early in the transition period to predict the kinds of changes Clinton will make to stay true to his campaign promises, he is sure to make appointments that will have major bearings on law enforcement, including the naming of a new Attorney General and other top-level Justice Department officials, Federal court judges and perhaps a Supreme Court Justice or two. His choices will be key determinants of the direction of the Justice Department and Federal law enforcement after 12 years of Republican control.

Other effects of the Clinton Presidency on law enforcement will be felt later, when the victorious Democrat attempts to keep his pledges to put as many as 100,000 more police officers on the streets, expand Federal assistance to local law enforcement agencies, lobby for a waiting period on the purchase of handguns and battle crime in public schools and housing.

But more than the highest office in the land was at stake on Nov. 3. Voters also elected the nation's first female black sheriff [see sidebar], defeated one controversial anti-gay ordinance while passing others, wrestled with questions of funding for police agencies, and instituted curfews aimed at cutting the rising juvenile crime rate.

The following is a summary of some of the issues that confronted Americans at the polls this year and how voters responded:

## Curfews

Police planners in Toledo, Ohio, are said to have been caught by surprise when voters, reacting to increasing concern about juvenile crime, approved a curfew for youths under the age of 18.

"I didn't expect it to pass, and quite frankly, I wasn't prepared for it to pass," said Deputy Police Chief James Wiegand. "Until we have some experience with it, we're not going to know how it's going to work." The ordinance bars children under the age of 12 from city streets from 10 P.M. to 5 A.M. For children 12 to 15, the curfew applies from 11 P.M. to 5 A.M., and from midnight to 5 A.M. for 16- and 17-year olds. Police will issue warnings to violators on the first offense, as well as contact the offender's parents. The parents of repeat violators could face fines of up to \$250 and 30-day jail terms. The curfew, which takes effect Dec. 4, was approved after a rash of crimes by young people, including the killings of seven young people in drive-by shootings or robberies often committed by other youths.

## Corrections

Voters in the District of Columbia defeated a proposal to allow the death penalty for convicted murderers. Arizona voters approved a measure to use lethal injections in executions.

Nevadans approved a measure that will limit the number of appeals available to state prisoners.

New Jersey residents passed a constitutional amendment to extend the death penalty to those who unintentionally kill during a crime.

## Gay Rights

In Oregon, voters rejected a measure that would have forced the state to "discourage homosexuality" and scrap civil-rights protections based on sexual orientation. The proposal, known as Measure 9, would have excluded gays and lesbians from protection under the state's tough hate-crime law and has been partially blamed for a rise in anti-gay violence, including the September firebombing of a residence in Salem in which two gays died.

In Colorado, voters approved a constitutional amendment that forbids state and local governments from enacting civil rights protections for homosexuals and repeals gay-rights ordinances in Aspen, Boulder and Denver. Anti-gay incidents have reportedly increased since Amendment 2 was passed, and owners of bars and stores catering to gays have received bomb threats.

Voters repealed a gay-rights ordinance in Tampa, Fla., but rejected a repeal measure in Portland, Me.

## Police Funding

Los Angeles voters failed to approve a tax increase that would allow the Police Department to hire as many as 1,000 new officers and upgrade its communications system.

## Drugs

Santa Cruz County, Calif., voters approved a measure allowing residents to possess and use marijuana for medicinal purposes.

## Gambling

A proposal to legalize casino gambling was rejected in Idaho.

Missouri voters endorsed riverboat gambling, while Kentucky and Oklahoma approved gambling for charity.

Utahans defeated a measure to legalize racetrack betting.

## Victims Rights

Voters in five states — Colorado, Illinois, Kansas, Missouri and New Mexico — overwhelmingly approved constitutional amendments to create crime victims' bills of rights. Thirteen states now have constitutional provisions that allows victims to seek restitution from criminals and make "victim impact statements" for judges to consider during sentencing.

# Georgia sheriff's race makes history

Fulton County elects nation's first black female to the post

Political observers dubbed 1992 "The Year of the Woman," and several women waged skillful campaigns that won them seats in the U.S. House of Representatives and the Senate. In the law enforcement arena, a Georgia woman made history by winning election as the nation's first black female sheriff in the nation.

Jackie Barrett, a Democrat, on Nov. 3 defeated her Republican opponent Morris Chappell by a 65 percent to 35 percent margin in the race for Fulton County sheriff. Barrett, 42, will be sworn in for a four-year term in January.

Barrett said her history-making victory has important ramifications for women and minorities in law enforcement. "Clearly, one more glass ceiling has been shattered, and I'm delighted that it happened here in the South," Barrett said in an interview with LEN.

As Sheriff, Barrett will oversee 742 deputies and a jail that holds an average of 2,000 inmates a day. The Sheriff's Department is also responsible for serving warrants and maintaining security in the courthouses of the busy jurisdiction, which includes part of Atlanta.

Her top priority, she said, will be to ensure the "secure, safe and humane operation of the jail" and raise morale among deputies. Barrett added that her election has already had a positive effect on morale. Deputies "have been extremely supportive of me all the way through the campaign," she said. "I think that they're looking forward to having someone in the office that they can depend on to be a good manager and good administrator."

"It's been a tough nine months," said the Sheriff-elect of her campaign. Barrett defeated incumbent Sheriff Robert McMichael in a runoff election in August, before taking on Chappell, a former deputy sheriff



Sheriff-elect Jackie Barrett

who owns a private investigation firm, in the general election.

Barrett, whose election caps a 16-year career in law enforcement training and administration, said she does not think her lack of experience as a deputy will hinder her. "I think what this agency needs and wants is a good manager and a good administrator," she said. "That ability comes from a wide variety of experiences and I think I bring that to the job."

Barrett, a native of Charlotte, N.C., has been director of the Fulton County Public Safety Training Center since 1987. Prior to that position, she was the chief administrative officer to former Fulton County Sheriff Richard B. Lankford. Barrett was a member of the Georgia Peace Officer Standards and Training Council for 10 years, where she held several posts, including director of the research division.

The holder of a master's degree in sociology from Atlanta University, Barrett began her career as a planner for the College Park, East Point and Hapeville, Ga., police departments.

Despite approval of tax hike...

# Strapped Mich. department finds it hard to carry on

Catching Hartford, Mich., Police Chief Paul Muinch in his office these days is about as easy as getting an officer from the city's manpower-starved Police Department to respond to a routine call in anything less than a few hours.

It's not that the Chief doesn't like to make himself available to people in the town of 2,500 that lies about 20 miles southwest of Kalamazoo. It's because the department's budget was eviscerated by the City Council in June, forcing the layoffs of four of the Police Department's six officers, leaving Muinch and one other officer to carry out all of the functions of the agency, including patrol.

And while voters on Nov. 3 passed a 3-mill tax levy aimed at restoring some of the city's funding, Muinch expects he'll see only about \$42,000 of that — and not until sometime next year. He said that most of that money will be used to replace borrowed funds that have allowed the Police Department to operate on a piecemeal basis.

Like thousands of other municipalities around the country, Hartford has been hard-hit by the lingering recession, which has resulted in declining tax revenues as fewer people work and businesses shut down. But the town's budget problem was compounded by a simple proofreading error in the city's new charter adopted by voters last year, which dropped the city's tax levy ceiling from 15 mills to 12 mills. In addition, a change of the fiscal year has also wreaked havoc with the budget.

So in June, the City Council slashed the budgets of most agencies, including the Police Department, which had its \$219,000 outlay reduced by more than half. Four officers were laid off, leaving only Muinch and a station lieutenant. A couple of the furloughed officers are assisting on a part-time basis, the Chief added.

"We're operating on a crisis-management basis," said Muinch in a recent interview with LEN. "We respond to a need. Our investigations are not as complete as they should be and take

quite a bit longer because of the lack of personnel."

Among the drastic measures taken by Muinch to stretch the agency's thin resources are prioritizing calls for service and providing only 16 hours of coverage a day. Prior to the cut, the department fielded two patrol officers on each shift. Routine duties, like making arrests, "can eat up a whole day," said Muinch, once transportation of the prisoner, court time and paperwork are accounted for.

Despite the austerity moves, calls for service remain at the same level as before the budget cuts — about 75 to 100 calls a month, said Muinch, who has been police chief for two years.

"We only take emergency calls and calls for service as we're available. In other words, we put you on a list," said the Chief, a 17-year police veteran who has served as a detective in Key West, Fla., a Jackson County, Mich., sheriff's deputy and a patrolman for the Western Michigan University in Kalamazoo. "We're no longer logging calls for

assistance that are not of a criminal nature, like citizens' assists."

Response time, which ranged from two to five minutes when the department was fully staffed, has increased to "anywhere from six to eight hours, depending on what kind of call it is," Muinch said. "If it's an emergency, somebody will respond, either the [Van Buren County] Sheriff's Department, the State Police or one of us. But during the week, we only have a car available from 9 A.M. to 1 A.M. So if your call comes in at 1:30 A.M., you'll have to wait until 9 A.M. unless it's an emergency."

The situation is putting a strain on Muinch and his lieutenant, who often put in overtime they don't charge the city for. "It's pretty tough," Muinch said. "We had a homicide here Sept. 26 and it strained what little money we had left. It's a tough little town. There's a lot of good people in it, but it's a tough little town." Muinch added that said a suspect in the murder was apprehended in 20 minutes.

"Certainly something will have to be done," said Muinch of the fiscal plight. "We're still providing a minimum of service, but I think the full impact will be felt within a couple of months. It's starting to dawn on people now that they're not getting the service they did in the past."

Muinch gave his officers high marks for their handling of the budgetary nightmare, and several are raring to return to the agency when full funding can be obtained. "We have exceptional officers. They put out 110 percent," he said. "If we weren't concerned about the people here, we'd be doing something else. We would be computer programmers or something. But when you have a natural desire and need to help people — and you can't — it's very frustrating."

**Law Enforcement News:**  
You're not fully equipped if you leave the stationhouse without it.



# Judging the Police

Some responses from a Louis Harris/John Jay College public opinion survey  
(results in percentages)

## How Would You Rate the Police in Your Community on Preventing Crime — Excellent, Pretty Good, Only Fair, Poor?

	RACE			AGE						RESIDENCY				INCOME					
	White	Black	Hisp.	18-24	25-29	30-39	40-49	50-64	Over 65	City	Rest of Metro Area	Small Town	Rural	Less than \$7,500	\$7,501 to \$15K	\$15K to \$25K	\$25K to \$35K	\$35K to \$50K	\$50K and up
Excellent	17	10	15	9	9	12	16	20	26	11	19	13	23	9	13	14	18	16	22
Pretty Good	42	46	40	53	32	43	41	45	36	42	45	39	32	43	33	45	40	49	42
Only Fair	28	27	24	21	40	31	31	20	25	32	23	35	25	35	34	28	26	23	25
Poor	11	18	19	15	18	13	10	13	9	14	10	13	20	13	19	12	14	11	10

## How Would You Rate the Police in Your Community on Solving Crime — Excellent, Pretty Good, Only Fair, Poor?

	RACE			AGE						RESIDENCY				INCOME					
	White	Black	Hisp.	18-24	25-29	30-39	40-49	50-64	Over 65	City	Rest of Metro Area	Small Town	Rural	Less than \$7,500	\$7,501 to \$15K	\$15K to \$25K	\$25K to \$35K	\$35K to \$50K	\$50K and up
Excellent	15	2	11	3	10	13	11	16	19	8	16	13	14	8	14	10	13	15	17
Pretty Good	46	41	46	51	47	42	45	43	46	50	45	37	44	36	45	50	49	44	45
Only Fair	28	38	31	34	30	33	31	28	23	32	27	35	26	36	23	32	26	33	30
Poor	8	17	9	8	13	10	10	9	5	8	8	12	14	18	14	6	9	8	6

### Performance assessment:

## Police score on solving, preventing crime

Continued from Page 1

positive opinions of police efforts to solve crime tended to come from those who are unlikely to be crime victims or who rarely request police services. Overall, the responses "may be a very appropriate and accurate reflection of reality based on each group's need for police services and the rate at which they become victims of crime," he said.

When it comes to preventing crime, whites, blacks and Latinos generally gave police efforts favorable ratings, but positive responses were less likely from those living in central cities and small towns. In those areas, only 53 percent and 51 percent, respectively, said police did a good job at crime prevention. Those with higher incomes were relatively satisfied with crime-prevention efforts than low-income respondents, while the positive response across educational levels averaged 58 percent.

Broken down by age, 53 percent of people 18-24 gave police the most positive responses in crime prevention. McCarthy said the high rate of favorable response in that age group may mean that young people feel police are much better able to prevent their becoming victims of crimes particular to their group, such as assaults. "If these

crimes involve violence, the presence of the police can prevent violence," he said.

People living in central cities, metropolitan areas and small towns were more likely to give police high marks for their efforts to respond quickly to calls for service. But 41 percent of those living in rural areas gave negative responses. Only 50 percent of blacks gave positive assessments, compared to 73 percent of whites and 60 percent of Latinos. Satisfaction with the speed of police response generally rose with income and education level.

"Blacks are high-volume police clients who are more likely to need the services," noted McCarthy. "The more demands you put on anything, the more opportunities you have to be disappointed."

The disparities between the responses of city and rural residents may be due to the higher concentrations of police resources and shorter travel distances in the cities, McCarthy said, and people with higher incomes generally have more police resources at their disposal than those at the lower ends of the income scale.

On being friendly and helpful, 41 percent of blacks rated police "fair" or "poor," while 71 percent of whites and

76 percent of Latinos rated police "excellent" or "pretty good." Again, blacks are more likely to request calls for police service, therefore providing more opportunities for negative inter-

actions with police, noted McCarthy.

"Police enforcement response is higher in ghetto areas, whether it's because of domestic violence or violent crimes," he said. "While one person

may be happy that police are exercising their enforcement role, certainly the person police are exercising their enforcement role against is not going to be very happy."

## Commission says LAPD failed in the face of rioting

### Ex-Chief Gates blasts report as the work of "liars"

Following the release last month of a sharply critical report by a commission that investigated the response of Los Angeles officials to rioting there this spring, former Police Chief Daryl F. Gates — one of those singled out for criticism — has had the last word on the subject, blasting the commission's report as the work of "liars."

The five-month study, headed by former FBI Director William H. Webster and Police Foundation president Hubert Williams, accused city officials — particularly Gates and Mayor Tom Bradley — of acting like members of a "dysfunctional family" as looting and violence spread out of control between April 29, the day four officers were acquitted in the Rodney King beating case, and May 4, when National Guard units were deployed to restore order. The rioting is said to have been the worst civil disturbance in the nation's history, with over 50 dead and an estimated \$1 billion in property damage.

"What we have seen gives us cause for great concern," the report observed. "There is reason to question seriously the quality of the city's emergency

planning and training generally, and in the area of civil disorder preparation in particular."

Underlying social problems, inadequate crisis planning and a failure to respond aggressively to the initial outbreaks of violence were responsible for the riot's spread, the report said, adding that little has been done to ensure that the violence does not reoccur.

The report urged the department to abandon its quasimilitary organizational structure, which adds to the perception of some city residents that the police force is an invading army. It recommended downgrading elite units in favor of increased foot patrols and basing promotions on an officer's street experience rather than that gained behind a desk in a bureaucratic role. Chief Willie Williams, the former Philadelphia Police Commissioner who succeeded Gates, has undertaken a massive reorganization of the department.

The reorganization will be difficult, the report noted, in the wake of cuts in the department's budget and reductions in manpower, and will require a shifting of resources from some initiatives

pioneered by Gates, such as anti-gang strategies and the Drug Abuse Resistance Education (DARE) programs.

The report also endorsed the passage of a local ballot initiative that would have raised taxes to finance the hiring of 1,000 more officers and modernize police communications. But voters failed to approve the measure in the Nov. 3 election.

The city still has no detailed plan for a coordinated response to civil disturbances, the report said, and it blamed a diffusion of power in the city government for the lapse in planning. "One consequence of this evolution is that it has become difficult to identify who in the city government has responsibility for what the city does or not do," the report said.

The riot forced disputes between city leaders, particularly between Gates and Mayor Tom Bradley, into the public eye, and those public battles contributed to the failure of the city to stop the violence, the report said.

"Los Angeles city government resembled nothing so much as a dysfunction-

Continued on Page 11

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Francis:

## An idea whose time has come — again

By Walter M. Francis

Quality management concepts have been utilized by Japanese businesses since the early 1950's. Quality consultant W. Edward Deming introduced these techniques successfully to assist Japanese companies in overtaking their American counterparts based on methods producing high-quality products.

U.S. companies have now introduced these concepts in reaction to the Japanese product invasion in fields traditionally dominated by American firms, such as automobile manufacturing. Government agencies, including police organizations, must also realize the importance of developing these concepts in meeting their goals and objectives in an efficient and effective manner.

In an article in the Rocky Mountain News on June 9 of this year, Susan E. Peterson discussed the major ingredients for such a program:

"[T]here is widespread recognition that total quality management must go well beyond reducing the number of product defects. Total quality includes talking to customers to find out what is important to them and then meeting or exceeding their expectations; setting ambitious goals and measuring progress; educating everyone in the company about its mission and how it intends to achieve it; strong leadership and deep involvement from the chief executive and involving employees at all levels and departments."

All of these ideas can be successfully adapted to police management in order to provide quality services to the public.

Police managers are finally realizing the importance of seeking out the public not only to determine the quality of services the police are currently providing, but also to solicit public input into what services the police will provide in the future, and how they will perform them. Community-oriented policing and problem-solving policing have components based exactly on the client-oriented quality perspective.

(Walter M. Francis, Ph.D., is an assistant professor of criminal justice at Central Wyoming College in Riverton, Wyo.)

Police officer and employee empowerment is also being utilized in these two major strategies of contemporary police management to involve rank-and-file employees in policy formulation, tactical decisions, and resource use. Ambitious goals are being set for police agencies with the aid of employees and officers from all organizational levels. Discretion is being shifted to decentralized locales with the emphasis on line officer problem-solving methods. Solutions to localized commu-

physician from another Denver-area hospital on the reasons for such high quality:

"Denver General is arguably the best trauma center in the country, both clinically and academically," said Dr. Alden Harken, chief of surgery at the University of Colorado's School of Medicine. Harken based that on the DGH trauma team that is 'always seeking ways to make it better and [has] the willingness to train others.' "

The ingredient of striving to perform better is

**"Tradition has been a powerful block to high-quality police service. Policing is now at a crossroads which requires continuous change and adaptation to the social environment in which it functions."**

nity problems are produced that affect not only the area's crime problem but also basic quality of life issues such as fear, safety, housing, transportation and health.

Police executives are developing mission statements for their organizations consisting of value statements based on openness, constitutionality, equality, fairness, and high ethical standards. All workers are educated in these values through a constant training process. All policies, procedures and programs must be evaluated in terms of meeting the values established in the agency's mission statement. Strategies and tactics not effective in meeting the agency's mission statement, values and goals must be revised or eliminated.

Continuous organizational improvement in terms of the quality of services provided to the public must be a major concern for police managers and all police employees. Contentment today with the successes of yesterday will lead to ineffectiveness in the future. Innovative ideas must be provided with the opportunity succeed at all levels. Employee ideas must be encouraged and rewarded by the organization.

A July 26, 1992, article in the Denver Post by Ann Schrader on the high quality of Denver General Hospital's trauma unit cites the views of a top

behind all highly successful organizations, whether in the public or private sector.

### Obstacles to Quality Management

The most formidable obstacle to quality management concepts is tradition. No employer should ever respond to questions regarding why or how they are performing job-related tasks with "it's always been done this way." Such an explanation is an excuse for not seeking innovation and quality. The root of ineffectiveness in crime control that must be overcome is tradition. This concept was not invented by the author based on contemporary problems but by pioneering criminologist Bruce Smith in his work "Rural Crime Control," published in 1933:

"[M]ajor obstacles must be overcome. The first is tradition: a tradition which not only surrounds and protects public agencies of long standing, but which attaches to municipal, county and township boundaries and endows them with an artificial, and sometimes almost an occult, significance."

August Vollmer and Alfred E. Parker, two premier criminal justice practitioners/academics, also recognized this same problem in "Crime and the State Police," published in 1935:

"Tradition and politics are still at the helm, and the criminal, taking advantage of this situation, carries his activities to unbounded limits, laughing worn-out police and criminal justice machinery grinds and squeaks."

Tradition has been a powerful block to high-quality police service. Policing is now at a crossroads which requires continuous change and adaptation to the social environment in which it functions. Police managers can no longer base strategic, tactical and resource decisions on traditional operational values. Numerous research studies since the early 1970's have provided the impetus for introducing quality management concepts into all contemporary police agencies.

Prime examples of ineffective traditional policing methods include rapid response, random patrol, and stranger policing. During the past 10 years, a strategy seen as quite radical has emerged. Community-oriented policing is a highly innovative, quality-based management concept and is exemplified by the following values:

"The old idea emphasized mainly repressive methods but the newer conception lays emphasis also upon the policeman as a factor in carrying out the social service program of the municipality. For this, adequate training is essential. Crime prevention is now considered more valuable than the mere apprehension of criminals."

This passage comes not from a present day community policing text, but from Elmer D. Graper

Continued on Page 10

## Letters

### Cop killer conundrum

To the editor:

I just received your Oct. 15, 1992, issue. I was surprised to find bias and prejudice in your publication that mirrors that of the Los Angeles police radio communications just prior to and after the Rodney King assault in Los Angeles.

Your political cartoon clearly makes the following implications:

1. NRA members are cop killers.
2. Gun owners are cop killers.
3. Legitimate gun dealers are or support cop killers.
4. Teflon bullets are available for sale (they have not been for years).

This type of sick humor is no different than that published by the KKK and other hate groups. Implying that NRA members or gun owners are cop killers is no different than implying all African-Americans are lazy niggers or all Jews are cheap kikes. All are hateful statements that have no place in any publication.

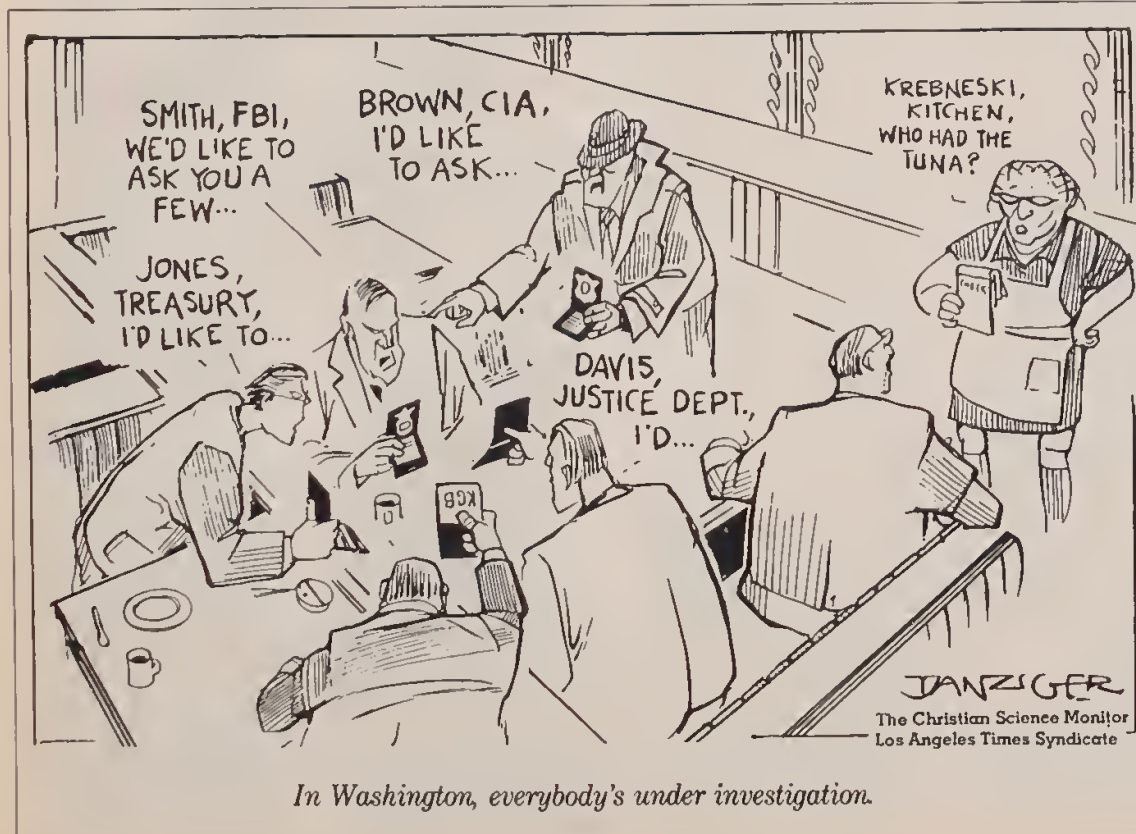
If your political agenda includes gun control, then prove its merit with facts, not fiction. Educated people like yourselves don't have to look any further than your own city to examine the total failure of gun control. How about exercising a little common sense and respect toward others whose opinions differ from yours?

LIEUT. STEVE OSBORN  
Manager, Leadership Studies Program  
Oregon Police Academy  
Monmouth, Ore.

(Editor's note: Lieutenant Osborn's commentary on asking the right questions about gun control appeared in the Forum section of the Oct. 31, 1992, issue of LEN.)

### Note to Readers:

The opinions expressed on the Forum page are those of the contributing writer or cartoonist, or of the original source newspaper, and do not represent an official position of Law Enforcement News.



*In Washington, everybody's under investigation.*



# Criminal Justice Library

Do the right thing:

## Nowadays, personnel matters matter

**Legal Rights, Duties and Liabilities of Criminal Justice Personnel: History and Analysis (2nd ed.)**  
By Cyril D. Robinson.  
Springfield, Ill.: Charles C. Thomas, Publisher, 1992.  
489 pp., \$73.75.

By Walter M. Francis

Risk management and liability reduction are critical aspects of contemporary police management strategies. A substantial amount of the pressure for reducing police liability falls on the shoulders of police executives who are not well advised on this matter. This new edition of Cyril Robinson's book provides a substantial amount of information on all aspects of legal issues relating to the police service in America. This comprehensive manual can be utilized for several cross-purposes by criminal justice practitioners and academicians.

Police managers should use this work as a master guide to the legal implications relating to all aspects of their position and organization. This text is unique in that it provides the

reader with information on typical police liability areas, such as Section 1983 claims, while providing in-depth cases and materials on employment law, discrimination in hiring, sovereign immunity, injunctive relief, rights and protections of criminal justice personnel in the workplace, and First Amendment rights of employees. These are all areas which can become major sources of liability for the police chief and the organization.

The importance of this subject merits a recommendation that the book become a major training tool for all supervisors and middle managers. A specific course employing this text would bring these personnel up to speed in areas of general police liability and employee rights. The legal issues involved are such that they are not easily understood without serious study of a law-oriented text such as Robinson provides. This work stands by itself as a comprehensive reference tool for guiding police managers and organizations in their daily personnel operations.

A second use for this work would be to provide city managers and local government personnel directors with a

working knowledge of these issues as they relate specifically to police departments. City and county attorneys who are responsible for defending police organizations from lawsuits can also use this work as a comprehensive resource to guide their research.

Upper-level students in college programs should also be exposed to these issues through an intensive course utilizing this work. Students who have completed such a course would be well prepared to develop policies and procedures that will pass constitutional and legal muster relative to criminal justice and police personnel issues. More colleges should utilize this text in developing and offering such a course, with the result being a reduction in future monetary awards based on poor-quality hiring practices, personnel systems and department policies. Future managers of such organizations will be hard pressed to have at least a working knowledge of such legal areas in order to control and minimize monetary damages resulting from illegal and improper personnel practices.

It is highly recommended that this text be read and kept on a readily access-

sible bookshelf of every police manager in the country. Robinson's use of extensive short summaries of legal cases in each of the areas covered provides an excellent resource for dealing with these issues. The detail involved is sufficient to gain major insights into these legal areas without actually forcing one to tackle a law school-type casebook (which, in any event, would not have the analytical coverage of Robinson's work). However, even though this is not a casebook, it is nonetheless very comprehensive and covers many sophisticated areas relating to personnel law in a detailed and intense manner. Reading this book without the opportunity for group study or as part of a formal class will require a dedicated reader who will persistently seek completion of the work and not simply begin it and then forget about the rest of it. The benefits of such a task are great,

and will provide the reader with an excellent understanding of areas only briefly covered in other texts.

Professor Robinson has provided a great service by writing a text that can lead to a tremendous reduction in liability judgments against local governments. The taxpayers should make this a "must read" for all police executives, city managers and government attorneys. Risk managers should utilize this in training programs for these officials and use it themselves as a resource guide on the direction of police organizations, while college professors can use this work to better prepare present and future police managers. The public will be better served and tax dollars will be saved.

(Walter M. Francis is an assistant professor of criminal justice at Central Wyoming College in Riverton, Wyo.)

## A practical, potent look at investigative management

**Criminal Investigation: Managing for Results.**  
By John Bizzack.  
Lexington, Ky.: Autumn House Publishing, 1991.  
160 pp., \$23.95.

By Jack F. Dowling

Rarely is the public made aware of the art of managing a criminal investigation. Most TV shows and movies depict the supervising investigator as someone who is constantly meddling in the detective's case.

John Bizzack's "Criminal Investigation: Managing for Results" more than adequately presents the behind-the-scenes work by the police department administration which controls and effects the outcome of many criminal investigations. After reading this work, one can see that there is more to supervising detectives than just assigning the case. A good supervisor needs to have a thorough understanding of modern management principles and human dynamics.

The book is well footnoted from accepted studies and publications. The historical perspective of criminal investigation, contained in the first chapter, was particularly interesting.

This work sets down guidelines that can be applied to almost any type of investigation. For example, nine principles of drug enforcement strategy are presented, serving as a kind of checklist for any agency engaged in this activity. As shown by the author, although drug offenses are not Part I UCR crimes, the public awareness of and media reaction to these crimes demand diligent attention from law enforcement agencies.

Another section of the book focuses on the importance of integrity, competence and leadership qualities for an

investigative manager. Bizzack stresses the crucial need for leadership and communication skills for managing investigations to successful conclusions. Other areas mentioned that have an impact on criminal investigations are accreditation standards, Crime Stoppers programs, and the need to recognize and deal with corruption through strong leadership. The book also examines the effect of prosecutors, courts and the criminal justice system on criminal investigations.

This reviewer found the section on handling the media to be of particular interest. In this section, the author provides a list of dos and don'ts, which he calls the "23 commandments," along with an explanation of each. The book also deals with working through informants, the political realities of investigations, exposure to liability and litigation, and crimes that attract attention, such as hate crimes.

The author starts with a historical

perspective and ends with a chapter devoted to looking ahead. In this projective study, Bizzack indicates that the profile of the average criminal will change. He predicts that more sophisticated crimes will be committed, representing a challenge to traditional police investigative procedures. He foresees the need for investigators to develop new technical skills.

Generally, although the book is short, it is packed with powerful information. It is a much-needed book combining management and psychology for the first-line supervisors on up the chief, especially in investigations. The work eschews unrealistic theories in favor of practical approaches for effectuating successful criminal investigations.

(Jack F. Dowling is Director of Safety and Security for the Philadelphia College of Textiles and Science, in Philadelphia, Pa.)

### Can You Help a Fellow LEN Reader?

A reader is seeking information. She writes:

"I am writing a book concerning the history of Kansas City, Mo. Lear B. Reed was the Chief of Police in Kansas City in 1939 and 1940. I know that he was in Army Intelligence in the Second World War. I can't find out anything about him after that. He was born May 31, 1900, in Illinois and he died in Richmond, Va., in October 1972. His Social Security number was 354-14-9682. If you have any information about Mr. Reed, I would greatly appreciate hearing from you."

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## HELPING CRIME VICTIMS

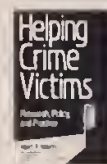
### RESEARCH, POLICY, AND PRACTICE

2nd Printing!

by ALBERT R. ROBERTS,  
Rutgers University

Foreword by Dr. Jane Nady Burnley,  
Director, Office for Victims of Crime, U. S. Department of Justice

Nominated for the 1992 Academy of Criminal Justice  
Science Outstanding Book Award



Where can victims of violent crime turn for assistance? What legislation exists to protect victims' rights? Are effective treatment programs available to help victims of violent crime? These are but a few of the fundamental questions professionals—as well as victims themselves—are asking in light of the rapid escalation of violent crime. *Helping Crime Victims* offers the first up-to-date, authoritative overview of victim/witness assistance and survivor services. It thoroughly discusses the development of victims' compensation, family violence intervention programs, and victim/witness assistance programs. Also examined are programs designed to improve service delivery and lessen the traumatic experiences to victims of violent crimes, such as rape, domestic violence, murder, robbery, and assault. An appendix offers a directory of 184 existing programs, including the staffing pattern and specialized types of victim services.

"*Helping Crime Victims* is a well-organized, well-written exploration of victim/witness assistance programs. Readers—ranging from those with no prior knowledge of the subject to practitioners in the field—will find this book most informative and useful."

—FBI Law Enforcement Bulletin

"One of the most comprehensive and informative books published in the field. . . . All law enforcement administrators, grant writers and program development specialists will find this book to be extremely valuable in preparing grant proposals for a victim assistance, crisis intervention, and/or domestic violence intervention/training program."

—Roslyn Muraskin, Associate Dean, Long Island University, in a review for the Law Enforcement News

1990 / 280 pages / \$41.95 (h) / \$19.95 (p) (34696)

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# Mobile cop fights dismissal for violating "gag rule"

Continued from Page 3

the courts acknowledge — measure the employees' speech activity and determine whether or not it does in fact harm legitimate law enforcement interests."

Both Johnson and Lockett said no one has ever been dismissed from the department for violating the rule. Angle was dismissed for a combination of departmental offenses, they asserted, including conduct unbecoming a police officer. Specifically, Angle "circulated a memo divulging the identity — the names, Social Security numbers and physical descriptions — of two undercover police officers who were working with an FBI task force on an undercover drug operation," said Lockett. "This was circulated among other

police officers and placed on a bulletin board where the general public could see it."

Angle appealed his termination to the Mobile County Personnel Board, which upheld the dismissal, as did a Mobile County Circuit Court judge.

But Jeffrey Perloff, the attorney representing Angle and Clyde Freeman, the president of the Mobile County Law Enforcement Association, an original plaintiff severed from the lawsuit by Judge Howard, said that Johnson is using the rule to silence officers alleging misconduct involving the Chief. Perloff said Freeman, as head of the association, has been prevented from speaking out against Johnson and unfair police department policies because

of the rule.

"We say it is patently unconstitutional," Perloff told LEN. "My basic opinion is that when you take a job as mayor or police chief, you are voluntarily placing yourself in a position where you are subject to public scrutiny and that you are not entitled to make efforts to censor information that concerns the public."

Perloff charged that Johnson is using the rule to keep the undercover squad secret, and to quash allegations that he beat a prisoner in police custody and told an officer who witnessed the incident to lie about it to FBI investigators.

Perloff added that the rule is flawed because it forces officers to channel their criticisms through supervisors and high-ranking police officials, including the chief, who "is the ultimate decision-maker" with regard to what can and cannot be made public.

"They're saying that if one of the men is aware that the police chief is taking kickbacks and bribes, then he's not entitled to criticize that," Perloff maintained. "It makes an officer come to them before going public, and ask them 'Is it OK to do this?'"

Judge Howard, in denying an injunction against the rule, said a police officer does not have "an unbridled right of free speech." But he went on to note, "A police department doesn't have the right to prevent a member from going public on a matter of concern."

The judge also expressed concerns that the order might serve to enforce silence among officers aware of criminal wrongdoing in the agency. "I'm worried about the fox guarding the hen house," he said.

## MOVING?

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# Forum: It's time for quality management

Continued from Page 8

in his 1921 book "American Police Administration," based on management research performed at the New York City Police Department.

## Overcoming Tradition

It is extremely disheartening to criminal justice practitioners and academicians to discover that innovative ideas that were proposed more than 70 years ago are only now being utilized nationally. Police management took the easy way out and moved down the path of reactionary management based on new technologies driving organizational operations. The automobile, radio communications, and computer applications are examples of the hardware that has helped to move policing away from Graper's New York City Police Department of 1921. These reactive responses to new technologies then became institutionalized as the only methods of proper police management until the research-driven changes of the 1970's and 1980's proved differently.

Tradition will be overcome by bold visionary leaders who are willing to experiment with new ideas that fall under the heading of quality management practices. One method of emphasizing this necessary change is quality award programs, both internal and external to the police organization.

Internally, employees noted for high client satisfaction and innovative methods should be recognized financially through a substantial bonus system. New methods of operation must be encouraged from all levels of employees. Overall public satisfaction rates will be increased (effectiveness) while innovative procedures will save valuable resources (efficiency).

Externally, annual award programs must be established in each state and

nationally to reward the police agency which has best utilized formal quality management practices. Such a program could be modeled after the Malcolm Baldrige National Quality Awards used successfully in the private sector.

The national police quality award should be named in honor a quality-oriented police manager such as August Vollmer, and provide a competitive process that not only rewards quality-oriented agencies but also encourages police organizations to share their quality management techniques. This award would carry a large (six-figure) monetary award to be used by the winning agency in pursuit of further research and innovation. Funding could come from various public and private sources. Innovative states can also encourage the use of quality concepts through annual statewide competitions.

## Back to the Future

Community-oriented and problem-solving police strategies are being introduced enthusiastically to numerous present-day police organizations. Quality management concepts that have been successful in the private sector are also available to police managers to improve service delivery.

Traditional reactive policing is being replaced by these new concepts. Police officer roles are being redefined in much the same manner as discussed by Graper in 1921. Quality management concepts must be used in concert with other new strategies of policing. Such an opportunity must be capitalized upon now in order to avoid another 70-year delay in rediscovering them, as is the case with the return to Graper's concepts relative to community policing. The next decade will be an exciting time in policing if managers are willing to take risks in advancing innovative strategies.

# Youths prove their resourcefulness

Continued from Page 5

ects with \$180,000 in grants from the William Penn Foundation.

St. Louis youngsters have sponsored a conflict resolution program and other efforts in crime prevention, bicycle safety, and anti-gang programs. Young people in Winter Haven, Fla., have undertaken drug education projects through the Parents' Resource Institute for Drug Education. Said Andrea Carlson of the National Crime Prevention Council, "There may be others around the country, but those are the ones we've heard about."

Curiously, no law enforcement agencies seem to have gotten involved as guides for YAR projects. "We would love to work with them," said Paula Allen of the Indianapolis YAR. She said the problem may be that law enforcement leaders, like those in most youth-serving agencies, harbor a reluctance to letting young people run things, as YAR does. "It takes a little letting go of the responsibility to work as we do," she said.

Police executives who would like to know more about YAR programs may write or call: National Crime Prevention Council, 1700 K Street, N.W., Second Floor, Washington, DC 20006. Phone: (202) 466-NCPC. The NCPC has a new publication titled "Changing Our Course: Youth As Resources Pro-

gram Guide," which offers practical, hands-on guidance for setting up a YAR program. The cost is \$24.95.

(Ordway P. Burden is president of the Law Enforcement Assistance Foundation and chairman of the National Law Enforcement Council. He welcomes correspondence to his office at 24 Wyndham Court, Nanuet, NY 10954-3845. Seymour F. Malkin, the executive director of LEAF, assisted in the preparation of this article.)

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# Upcoming Events

## DECEMBER

10-11. **Executive/VIP Protection.** Presented by Richard W. Kobetz & Associates Ltd. To be held in Pittsburgh, Pa. Fee: \$375.

12. **Death Scene Investigation as It Relates to EMTs & Other First Responders.** Presented by NIS Inc. To be held in Little Rock, Ark. Fee: \$45.

14-15. **Interviewing the Sexually Assaulted or Abused Child.** Presented by the University of Delaware. To be held in Cherry Hill, N.J. Fee: \$300

14-15. **The Occult & the Community: What Every Community Police Officer Needs to Know about Occult Activities Involving Their Citizens.** Presented by the University of Delaware. To be held in Wilmington, Del. Fee: \$275

14-16. **Illicit Gambling, Bookmaking & Loansharking Investigation.** Presented by Rollins College. To be held in Orlando, Fla. Fee: \$195.

14-18. **Introductory TEAM-UP Database Management.** Presented by the Institute of Police Technology & Management. To be held in Jacksonville, Fla. Fee: \$575.

14-18. **Narcotic Identification & Investigation.** Presented by the Institute of Police Technology & Management. To be held in Jacksonville, Fla. Fee: \$425.

14-18. **Tactical Techniques for Drug Enforcement.** Presented by the Institute of Police Technology & Management. To be held in Jacksonville, Fla. Fee: \$475.

14-18. **Law Enforcement Fraud Conference.** Presented by the National Association of Certified Fraud Examiners. To be held in Washington, D.C. Fee: \$795/\$850.

14-18. **Special Operations Reaction Team Training.** Presented by the Institute of Public Service. To be held in Gainesville, Ga. Fee: \$500.

15-17. **Law Enforcement Shotgun Training.** Presented by the Institute of Public Service. To be held in Gainesville, Ga. Fee: \$295.

15-17. **DUI Standardized Field Sobriety Testing.** Presented by the Institute of Police Technology & Management. To be held in Jacksonville, Fla. Fee: \$325.

16-17. **Effective Handling of On-Duty Critical Incident Investigations.** Presented by the University of Delaware. To be held in Braintree, Mass. Fee: \$325.

16-18. **Understanding Body Language in the Interview/Interrogation Process.** Presented by the University of Delaware. To be held in Cherry Hill, N.J. Fee: \$400

17-18. **Street & Highway Procedures in the Interdiction of Drugs & Narcotics.** Presented by the University of Delaware. To be held in Worcester, Mass. Fee: \$275.

17-18. **Communication Center Call-Taker/Dispatcher Telephone Interviewing Techniques.** Presented by the University of Delaware. To be held in Owings Mills, Md. Fee: \$275.

## JANUARY 1993

4-8. **Basic Technical Surveillance I.** Presented by the National Intelligence Academy. To be held in Fort Lauderdale, Fla. Fee: \$650

4-8. **Interview & Interrogation Techniques for Internal Affairs Officers.** Presented by the Institute of Police Technology & Management. To be held in St. Petersburg, Fla. Fee: \$425.

5-9. **Annual International Training Conference.** Presented by the American Society of Law Enforcement Trainers. To be held in Reno, Nev. Fee: \$245/\$295.

6-8. **Detecting Blood at the Crime Scene (Luminol).** Presented by Rollins College. To be held in Orlando, Fla. Fee: \$225.

11-12. **Tactical Narcotics Intelligence Operations.** Presented by the University of Delaware. To be held in Braintree, Mass. Fee: \$350.

11-13. **First-Line Police Supervisory Practices.** Presented by the University of Delaware. To be held in Cherry Hill, N.J. Fee: \$350.

11-15. **Techniques for Interrogation.** Presented by Rollins College. To be held in Orlando, Fla. Fee: \$325.

11-15. **Basic Video I.** Presented by the National Intelligence Academy. To be held in Fort Lauderdale, Fla. Fee: \$650.

11-22. **Advanced Traffic Accident Investigation.** Presented by the Institute of

Police Technology & Management. To be held in Gainesville, Fla. Fee: \$575.

11-22. **Traffic Accident Reconstruction.** Presented by the Institute of Police Technology & Management. To be held in Phoenix, Ariz. Fee: \$595

11-March 26. **Management College.** Presented by the Southwestern Law Enforcement Institute. To be held in Dallas. Fee: \$1,100/\$1,700.

12-14. **Street Survival '93.** Presented by Calibre Press. To be held in New Orleans. Fee: \$159 (all three days); \$135 (first two days only); \$85 (third day only)

13-15. **Management Your Department's Training Operation.** Presented by the University of Delaware. To be held in Wilmington, Del. Fee: \$350.

14-15. **Crisis Management & Contingency Planning.** Presented by the University of Delaware. To be held in Wilmington, Del. Fee: \$395.

18-19. **Intodlyzer 5000 Maintenance Training.** Presented by the Institute of Police Technology & Management. To be held in Jacksonville, Fla. Fee: \$325.

18-21. **Comprehensive Staff Inspections Training.** Presented by the Institute of Police Technology & Management. To be held in Jacksonville, Fla. Fee: \$395.

18-21. **Advanced Practice Response to Child Sexual Abuse.** Presented by the University of Alabama in Huntsville. To be held in Huntsville, Ala.

18-22. **International Forensic Photography Workshop.** Presented by the Metro Dade County Medical Examiner Department.

To be held in Miami, Fla. Fee: \$695

18-22. **Basic Locks & Locking Devices I.** Presented by the National Intelligence Academy. To be held in Fort Lauderdale, Fla. Fee: \$650.

18-22. **Seminar for the Field Training Officer.** Presented by the Institute of Police Technology & Management. To be held in Jacksonville, Fla. Fee: \$425

18-22. **Drug Unit Commander Seminar.** Presented by the Institute of Police Technology & Management. To be held in Jacksonville, Fla. Fee: \$425

18-22. **Police Applicant Background Investigation.** Presented by the Institute of Police Technology & Management. To be held in Jacksonville, Fla. Fee: \$425

18-22. **Introductory TEAM-UP Database Management.** Presented by the Institute of Police Technology & Management. To be held in Jacksonville, Fla. Fee: \$575.

18-29. **At-Scene Traffic Accident/Traffic Homicide Investigation.** Presented by the Institute of Police Technology & Management. To be held in Jacksonville, Fla. Fee: \$575.

19-21. **Street Survival '93.** Presented by Calibre Press. To be held in Cleveland. Fee: \$159 (all three days); \$135 (first two days only); \$85 (third day only).

20-22. **Police Planning, Resource Development & Grant Writing.** Presented by Rollins College. To be held in Orlando, Fla. Fee: \$225.

20-22. **DUI Standardized Field Sobriety Testing.** Presented by the Institute of Police Technology & Management. To be held in

Pensacola, Fla. Fee: \$325.

21-22. **Public Safety Radio Dispatchers' Seminar.** Presented by the University of Delaware. To be held in Brentwood, N.H. Fee: \$275.

21-22. **Approaches to the Conduct of a Financial Crime Investigation.** Presented by the University of Delaware. To be held in Cherry Hill, N.J. Fee: \$350

24-28. **Criminal Investigator Course.** Presented by the National College of District Attorneys. To be held in Reno, Nev

25-26. **Communication Center Call-Taker/Dispatcher Telephone Interviewing Techniques.** Presented by the University of Delaware. To be held in Cherry Hill, N.J. Fee: \$275.

25-29. **Lasers & Alternate Light Sources in Detecting Physical Evidence.** Presented by Rollins College. To be held in Orlando, Fla. Fee: \$325

25-29. **Interviews & Interrogations.** Presented by the Institute of Police Technology & Management. To be held in Jacksonville, Fla. Fee: \$425

25-29. **Supervising a Selective Traffic Law Enforcement Program.** Presented by the Institute of Police Technology & Management. To be held in Jacksonville, Fla.

25-Feb. 12. **Command Training Program.** Presented by the New England Institute of Law Enforcement Management. To be held in Wellesley, Mass.

28-29. **Street & Highway Procedures in the Interdiction of Drugs & Narcotics.** Presented by the University of Delaware. To be held in Wilmington, Del. Fee: \$275

## Commission report raps LAPD's response to riots

Continued from Page 7

tional family," said the report, noting that Bradley and Gates had not spoken to each other for over a year. Bradley, who recently announced he would not seek re-election, "failed to exercise responsibility" to bring city agencies together to deal with the public disorders anticipated after the verdict in the King case. "There is much deep-seated hostility and suspicion in this relationship, and it cries out for a change," the report said.

Local television news coverage was also blamed, for showing the absence of police in areas where the initial outbreaks of violence occurred, which the report said provided a catalyst for the riot's spread. "We are confident that this was an unintended message, but the failure of the police to act quickly and forcefully uphold the law was shown graphically on television for all to see," the report said.

The report rapped the Police Department for reacting slowly and ineffectively in its initial response to the disorder, faulting its communications system and its lack of a coordinated emergency plan. But it laid much of the blame at Gates's feet, saying the poor police response "must be attributed first and foremost to the performance of the chief of police and his command staff. . . . The chief of police, in particular, did not take personal command of the department's response as he seemingly should have, given the seriousness and confusion of the situation."

The report cited "one widely repeated incident" in which Gates "roundly chewed out" a deputy chief who, at a meeting before the riot, spoke up about the need for an emergency response plan. "Everyone left the room with their eyes on the ground," the

report quoted participants as saying.

Gates was attending a fundraising event aimed at defeating a police reform proposition when the violence broke out. He retired in June shortly after voters approved the proposition, which included limits on the tenure of city police chiefs.

In interviews after the crisis, Gates repeatedly referred to a police strategy in place to deal with civil disturbances, but the report said that Gates had failed to "provide a real plan and meaningful training to control the disorder."

"Gates had a responsibility to protect . . . citizens," said Webster at a press conference. "There was too little

help and it came too late."

"No plan was developed," added Williams. "There was a concern [that] overt reaction might be considered a provocation, but we found that a strong reaction would have been essential to protect the citizens."

Gates, who is now a radio talk-show host, reacted to the report with predictably controversial remarks. "We should've blown a few heads off. Maybe that would've stopped it," he said.

"I haven't read the report but I can tell you that both Hubert Williams and William Webster — and I make this charge — are liars," he said in comments to radio station KFWB.

## For further information:

American Society of Law Enforcement Trainers, P.O. Box 361, Lewes, DE 19958. (302) 645-4080. Fax: (302) 645-4084.

Calibre Press, 666 Dundee Rd., Suite 1607, Northbrook, IL 60062-2727. (800) 323-0037.

Institute of Police Technology & Management, University of North Florida, 4567 St. Johns Bluff Rd. So., Jacksonville, FL 32216. (904) 646-2722.

Institute of Public Service, 961 Chestnut St., S.E., Gainesville, GA 30501. 1-800-235-4725.

Richard W. Kobetz & Associates Ltd., Arcadia Manor, Rte. 2, Box 3645, Berryville, VA 22611. (703) 955-1128.

Metro Dade County Medical Examiner Department, 1 Bob Hope Rd., Miami, FL 33136-1133. (305) 545-2486. Fax: (305) 545-2446.

National Association of Certified Fraud Examiners, Attn: Curtis A. Garner, Conference Coordinator, 716 West Ave., Austin, TX 78701. 1-800-245-3321.

National College of District Attorneys, University of Houston Law Center, Houston, TX 77204-6380. (713) 747-NCDA.

National Crime Prevention Institute, Shelby Campus, University of Louisville, Louisville, KY 40292. (502) 588-6987.

National Intelligence Academy, 1300 N.W.

62nd St., Fort Lauderdale, FL 33309. (305) 776-550. Fax: (305) 776-5005

New England Institute of Law Enforcement Management, P.O. Box 57350, Babson Park, MA 02157-0350. (617) 239-7033.

NIS Inc., P.O. Box 1932, North Little Rock, AR 72115. (501) 374-8565. Fax: (501) 374-0843.

Northwestern University Traffic Institute, 555 Clark St., P.O. Box 1409, Evanston, IL 60204. 1-800-323-4011

Quantico Group Associates Inc., 3904 Lansing Court, Dumfries, VA 22026-2460. (703) 221-0189. Fax: (703) 221-3836.

Rollins College, Public Safety Institute, 1000 Holt Ave., #2728, Winter Park, FL 32789-4499. (407) 647-6080. Fax: (407) 647-3828

Southwestern Law Enforcement Institute, P.O. 830707, Richardson, TX 75083-0707. (214) 690-2370.

University of Alabama in Huntsville, Attn: Christie Miller, Conference Coordinator, Science Building, Room 129, Huntsville, AL 35899. (205) 895-6372. Fax: (205) 895-6760.

University of Delaware, Division of Continuing Education, Attn: Jacob Haber, 2800 Pennsylvania Ave., Wilmington, DE 19806. (302) 573-4487.



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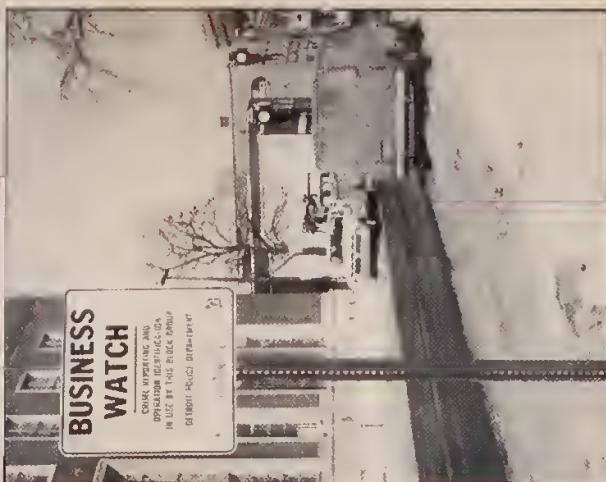


A LEN exclusive:

## How well do police prevent and solve crime?

A new nationwide  
survey generally gives  
them high marks.

**Page 1.**



## Department policy makes them gag:

In Mobile, Ala., officers are fighting a rule that bars public criticism or ridicule of the Police Chief or other officials, under pain of dismissal. They say it's a gag rule; the Chief says it's common practice in hundreds of other agencies. **Page 3.**

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